App. F. IX-1

Previous References. 1941. (Cens.)

File No. 20-41

Serial Nos. 1

Later References.

Rl 172-41-1 to 4

GENERAL AND REVENUE SECRETARIAT.

Serial Nos. One

Part B for November, 1941.

SUBJECT.

A copy of the Census Superintendent's paper entitled "A Building Programme for B. Lore-bility"

T. B. Kamemma
26/11/41

Cens. 20-41-1 G.M. 2315

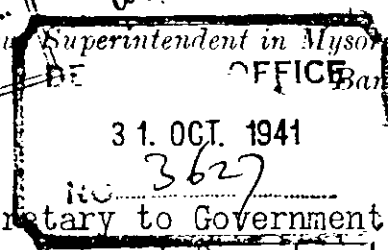
No. 841 — Office of the Census Superintendent in Mysore

Cents. 2c

No. [illegible] Road,

Dated Bangalore, 25th October..... 194 1

27 6



To

The Secretary to Government of Mysore,
Development Department Bangalore.

I have the honour to forward herewith for the information of Government a copy of my paper entitled " A Building Programme for Bangalore City" which I intend to read before the next meeting of the Mysore Civil Services Association.

I have the honour to be,
Sir,
Your most obedient servant,

CENSUS SUPERINTENDENT.

Jr Persad.

Minister LSG & Dewan B.K.Sec't Law

WP 28/10/41

WP 5/11/41 29.10.41

WP 30/10 30/10.41 31.10.41

Serial No.

A copy of the above paper may perhaps be sent to the Municipal Commr., Bangalore City and the L.S.G. Branch. Submitted with a draft

BRS 10/11 M 10/11

A not necessary perhaps

Dr. 10/11

B 11/11
M
13/11

NOTE—Cont. Sheet.

WD[C4155—GPB—55,000—23-10-41

Housing condition in Cities and in Towns with a population of over 10,000.

Name of city or town	Population	Total No. of families	Families with floor area (in square feet)					
			Up to 100	101-300	301-500	501-1000	1001-2000	above 2000
1	2	3	4	5	6	7	8	9
1. Bangalore City ...	2,48,334	49,392	19,867	17,724	4,116	4,300	2,508	877
2. Civil and Military Station ...	1,58,426	29,247	8,672	14,141	4,082	3,732	2,120	1,500
3. Mysore City ...	1,50,540	28,476	2,885	10,032	5,598	6,277	2,715	969
4. Kolar Gold Fields City ...	1,33,859	21,494	2,254	15,915	1,564	967	563	228
5. Davangere ...	31,759	6,027	645	2,341	1,095	1,208	516	222
6. Shimoga ...	27,712	4,982	881	1,663	851	1,025	484	128
7. Tumkur ...	21,893	3,907	63	1,089	867	1,195	576	167
8. Bhadravati—								
New Town ...	12,168	2,752	56	1,455	804	364	62	11
Old Town ...	7,417	1,673	31	600	488	398	128	28
9. Kolar ...	19,006	3,840	87	883	619	959	593	199
10. Chennapatna ...	16,485	2,542	34	503	483	792	573	152
11. Chickmagalur ...	15,383	3,008	116	923	757	851	290	71
12. Chickballapur ...	14,989	2,975	238	823	517	791	477	129
13. Hassan ...	14,596	2,697	61	531	536	961	488	117
14. Chitaldrug ...	14,528	2,511	91	805	605	672	279	59
15. Dodballapur ...	11,866	2,287	63	648	391	550	422	213
16. Mandya ...	11,374	2,050	407	738	334	361	174	36
17. Nanjangud ...	10,725	1,992	21	356	531	756	259	69

A BUILDING PROGRAMME FOR BANGALORE CITY.

In a paper read before this Association in 1932 on the 'Housing Problem' in Bangalore City, I, as Municipal Commissioner, described how fast the population of Bangalore was growing from decade to decade and how the housing situation was acute as a result of the growth in the number of houses not having kept pace with the extremely rapid growth of population. This Census has shown a phenomenal increase of 75,000 in the last decade but the provision of house sites has been even less adequate.

This inadequate provision of house sites has led to three evils; (i) the conversion of agricultural and other private land into house sites without due regard to sanitation and drainage, (ii) over-crowding not only in the old City but even in the extensions and (iii) the erection of huts on any kind of land without reference to its suitability. The congestion in the old City is half as much again of what it was in 1891 in spite of the extensions. The average density per square mile in the extensions which was 10,000 in 1931 is now 15,000 and in the old City it is 35,000 and in one particular municipal division it is as much as 95,000. The average number of families per house, even in the extensions is 3.

I estimated in 1931 that at least 10,000 more houses were required to house the poor and the lower middle-class families. Two University students who studied the question in 1934 put the figure at 10,000. The population of Bangalore has been growing so fast that nothing less than 20,000 will meet the situation now. The class of people affected are not only labourers, as it is popularly believed, but poor officials both in Government and other offices, casual labourers, cartmen, mill-men, shop-keepers, servants, Candy and Market coolies and pensioners.

A special survey was made at this Census of the floor space available for each family. Families were divided into six classes according to the space available :- those (i) with less than 100 Sq. Ft. per family were classed as 'very poor', (ii) between 100 and 300 as 'poor', (iii) between 300 and 500 as 'lower middle class', (iv) between 500 and 1,000 as 'upper middle class', (v) between 1,000 and 2,000 as 'rich' and (vi) above 2,000 as 'very rich'. You will, perhaps, be surprised to learn that out of 49,392 families in Bangalore more than 10,000 have less than 100 Sq. Ft to live in, and another nearly 18,000 have more than 100 but less than 300. In other words, more than 75% of the families in Bangalore are 'poor' or 'very poor' and the floor space available to them is very small indeed. The conditions of life may be imagined when it is realised that the average number of persons in a family is 5 and there are instances of 8 or 10 people occupying a house of less than 100 Sq. Ft in extent. The whole family cannot even sit for their meals together, let alone sleep in the house. Conditions are better in the Civil & Military Station, and in Mysore, and in the Kolar Gold Fields, largely because (i) they have not grown so rapidly as Bangalore, (ii) their importance as industrial and commercial centres is much less, and (iii) more concerted action has been taken to house the poor. There is nothing, for instance in Bangalore, to correspond to Ashtamatakapuram and Jalapuri extensions of Mysore which were laid out expressly for housing the depressed classes. The huts and slums in which those classes live in Bangalore like the Anjanappa's Gardens, Gangachari, Goripalya and the Urdu Kampuram Labour Colony and Kemmangundi and Kalasipalya areas in the old City are a blot on an otherwise beautiful city. The Civil & Military Station embarked nearly two decades ago on a regular programme of building municipal houses for letting out to the poor, and there are now several

'towns'

towns', as they are called, where houses are available for the poor at very low rents. In the Kolar Gold Fields mining area, the mining companies have built for their labourers several hundred houses which may not be very spacious, but here people may have plenty of God's air and light in sanitary surroundings. On the whole, housing conditions in Bangalore City, it will be seen from the following statement are the worst, and that the cities as a general rule compare very unfavourably with District Head quarter Towns and other industrial and large towns with a population of more than 0,000. (vide separate Statement enclosed). Housing accommodation may be improved by the provision of more house sites and by building houses either for rent or for disposal under the hire purchase system.

Where it is intended to dispose of sites by out-right sale, the present system of open auction should continue as any other system, like sale on upset price, would only lead to abuse without affording relief to the really deserving. This is the only system that has been in vogue for some decades now. It has, no doubt, made some sites available but it is the capitalist or the speculator or the moneyed man that has purchased the sites. In many cases the sites are lying vacant, or if built upon, exorbitant rents are charged, as the demand for houses is more than the supply.

The most direct method of helping the poor is to allot sites to them for putting up sheds. There are several important considerations for encouraging the erection of mat huts in sanitary surroundings in preference to building 'Lines'. Huts provide better ventilations, are generally more spacious and give the occupant the pride of owner-ship. But those sites must be leased and not sold, so that Government or the Municipal Council may continue to have a hold on them, and be able to enforce the conditions under which such

sheds

sheds should be put up. A large number of families in Bangalore are now living in houses with a floor area of less than 100 Sq. Ft or between 100 and 300 Sq. Ft. as already stated above. For such families, a site of 30 X 20 Ft. or 600 Sq. Ft. will more than meet their demand. They can build up to 20 ' X 15' or 300 Sq. Ft. ~~will more than meet their demand.---They can build up to~~ and will even then have half the area open. The cost of acquisition and lay-out in Bangalore generally works out to less than two rupees per Sq. Yd. The cost of such a site will thus be less than 150 Rupees. It will give an adequate return to the Government or the Municipal Council if a rent of 8 annas per mensem is charged for each site. For meeting the cost of water, light and conservancy a tax of 4 annas a month or Rs 3/- per annum may well be charged without acting as a burden.

A plan showing the lay out of such sites is appended showing the disposition of lights, taps, latrines and drains involving the minimum cost in lay-out. Quite a large number of lung spaces for children and adults are also provided, and many of these may well be utilised for public buildings like Schools and Temples. The same lay-out would meet the requirements of houses constructed for renting out to the same class of people.

The question put by the two students referred to above during their survey of housing conditions elicited the interesting answer that quite a large number that live in rented houses showed a preference to continue to live in rented houses rather than possess houses of their own. Such a Scheme as the one envisaged above was, perhaps, not put to them. But the facts still remains that there is a class of people that is bound to live, for various reasons, in rented houses alone. It is the duty of the State in which term is included the Municipal Council to provide such people with decent houses on reasonable rents and not leave them to the

mercy

mercy of exploiters. Here, there are two conflicting factors to be considered:- (i) the minimum standard of housing, which in turn determines the cost of construction and (ii) the ability of the tenant to pay the rent charged. The minimum area to be provided should be 175 Sq. Ft. consisting of a room 10 X 10 Ft, a kitchen 5' X 10' and a bath room 5' X 5' with a pial in front. The cost of construction would be about Rs 300/- and the cost of the site and lay-out another Rs 150/- making a total of Rs 450/-. A rent of Rs 2-8-0 on such a house will give a return of 6% on the out-lay and would not act as a burden on the tenant, as he is now paying the same rent for much less desirable houses. It may be possible to give even more accommodation for the same cost/if building is undertaken on a large scale. There would be no hire purchase system in the case of such houses.

The hire-purchase system would apply only to the clerks and other employees in offices or factories who have an assured monthly income. The lower middle class are those who live in houses with a floor area between 300 and 500 Sq. Ft and whose monthly income may be taken to be as between Rs 75/- and Rs 50/-. The standard of life of this class is far higher than those of the labour class and it is a misery for them to live in one room tenements. The minimum requirements in their case would be a bed-room, a bigger room or hall, a kitchen, a dining room, a bath-room and a latrine, the total working out to a floor area of about 400 Sq. Ft. The cost of construction would be Rs 800/- and including the cost of the site the house would cost a little over a thousand rupees. A rent of Rs 6/- per mensem would give an adequate return on the out-lay and would not be considered a burden as they are now paying the same rent without half the conveniences. Such houses would be built in two distinct blocks and preferably in two separate localities. In one of them the houses would be available for rent. Only the employees of Government or the

.unicipal

Municipal Council or of large industrial concerns would be housed in them so long as they continue to be in employ and pay a rent of Rs 5/- per mensem. In the other the tenants would be given the option of paying the rent of Rs 5/- or an instalment of Rs 8/- per mensem for a period of 20 years for purchasing it on the hire purchase system. The tenant may, at any time, become the owner by paying the instalments in a lump sum. The dimensions of these sites would be 40' X 30' and the lay out would be the same as in the case of the poorer class houses, but each house would have an independant latrine and tap.

Houses would be available for the upper middle classes also on the same terms, the upper middle class being defined as those who live in houses with a floor area of between 00 and 1,000 Sq. Ft, and whose income is between Rs 50/- and 100/- per mensem, as this scheme of housing is not intended to reach those whose income is morethan Rs 100/-. An rea of 750 Sq. Ft would meet their requirements. They would ave two living rooms instead of one, and the dimensions of ach room would also be bigger. The site would be 60' X 0', the cost of construction Rs 1,500/- and the cost of the ouse including the site about Rs 2,000/-. The rent of Rs 10/- er mensem or a hire purchase instalment of Rs 15/- per mensem uld meet their case.

Houses would, also, be constructed, as now, for housing, of all rent, Municipal and Government employees like pers, scavengers, road coolies, policemen, railway men, but the pace of construction would have to be much er, as, to cite only one example, out of about 700 sca- ers employed in Bangalore City to-day not even a third been housed so far, inspite of the programme being inau ted several decades ago.

These schemes have to be financed by the [illegible] y from borrowed capital; [illegible]

may profitably employ some of their reserves; the Government may invest some of their insurance and other funds, in addition to borrowing both on its own behalf and on behalf of the Municipal Council. Government can also come to the aid of the Municipal Council and Co-operative Societies by lending money to them at a cheaper rate of interest - say 3 or 4 per-cent. As to private capitalists, I have lost faith in their helping in the solution of the problem, as they are moved more by self-interest and a desire to exploit their less fortunate brethren than by a desire to be of service to them.

There is need for an organisation which will ensure that 20,000 houses come into being at least during the next 10 years. The Municipal Council can no longer rest content with tinkering with the problem. Comprehensive schemes involving at least a thousand acres in different parts of the City must be immediately worked out and extensions laid out by the Government, the Municipal Council and employers of labour in localities most suited for each class of people having regard to their places of work.

The land to the west of the Railway line from Bangalore to Yeshvanthapur has now become easily accessible as there are two under-bridges and one over-bridge on the railway line. All the labourers employed in the three important mills in the neighbourhood may be easily accommodated here. Government may build quarters for officials on land still available behind the Kumara Park between the High Ground and Guttahalli and Seshadripuram. Malleswaram may be linked up with Guttahalli and the latter with Seshadripuram by converting all the intervening agricultural lands into building sites. A large portion of even the conservancy and Engineering staff of the Municipal Council is now without houses and it will be ordinary humanity to give them sanitary though cheap houses. As the city is flanked on the east by the Civil & Military Station it can only extend north, south and west. The figures indicate

already are in the north and west. In the south, south-east and south-west there are illimitable possibilities as there is cheap and good land available in plenty. All that is needed now is a bold and comprehensive policy to be carried out by the several agencies in unison.

These are my suggestions in brief for a housing problem for Bangalore. I would not like to weary you with details. As the first practical step to be taken on these suggestions, I would propose the formation of a small committee consisting of a representative of the Municipal Council, a representative of the employers, a representative of labour, and a representative of either Government or the Co-operative Societies in Bangalore under the Chairmanship of the Minister for Local Self Government for examining these proposals with particular reference to (i) the selection of lands for acquisition, (ii) the lay-out of sites in different parts of the City, (iii) the method of their disposal, (iv) the size and type of houses for the poor and the middle classes, (v) the cost of construction, (vi) the agency for construction, (vii) the method of financing the scheme and (viii) generally to draw up a five year programme. This would give a practical turn to our discussions, which have hitherto been largely academical. I am anxious that some concerted action should be taken before the problem, which is already serious, becomes unmanageable, as it has done in other larger cities in India.

SRJ.

CENSUS SUPERINTENDENT.

Appendix F G—1]

SUBJECT.....

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Section

File No.

Serial No.

Diary No. of letter replied to..... .....

No.

To

The Municipal Commrs
Bangalore city Municipality

General and Revenue Secretariat

( )

the *193* .

Sir,

I am directed to forward herewith for information a copy of a paper entitled "A Building Programme for Bangalore city" which is proposed to be read by the Census Supdt before the next meeting of the Mysore Civil Services Association.

I have etc.

For Secretary to Govt
Gen. Dept.

Date of issue.....

Signed by.....

List of enclosures.....

Copied by.....

Examined by.....

WD 0563—GPB—30,000—6-1-39